

**COUNTY OF SACRAMENTO
CALIFORNIA**

For the Agenda of:
February 7, 2012
Timed: 10:45 a.m.

To: Board of Supervisors

From: Department of Community Planning and Development

Subject: PLNP2010-00081. NewBridge Master Plan. Initiation Of The Newbridge Specific Plan Process And General Plan Amendment To Move The Urban Policy Area And Associated Community Plan Amendments, Rezones, Tentative Parcel Map, And A Specific Plan. Adoption Of A Master Plan Funding Agreement And A Reimbursement Agreement. Applicant: East Sacramento Ranch, LLC, Owner Of 610 Acres Within The Master Plan Area.

Supervisory
District: Don Nottoli

Contact: Jeff Gamel, Senior Planner, 874-5835, gamelj@saccounty.net
Corinna Sandmeier, Planner II, 874-5486, sandmeierc@saccounty.net

Overview

East Sacramento Ranch (ESR) owns the land on which the Sacramento Rendering Company (SRC) operates its rendering plant. ESR plans to relocate the rendering plant to a more suitable area that is not subject to land use compatibility issues. The NewBridge Specific Plan proposes to follow the process identified in the recently adopted Sacramento County General Plan to incorporate a master-planned community into the Urban Policy Area. The County and ESR have been working collaboratively over the past eighteen months toward a high quality comprehensively planned mixed-use project that meets the County General Plan's new growth management criteria. The Master Plan Area Is Generally Bounded By Kiefer Boulevard, Sunrise Boulevard, Jackson Road, And Eagles Nest Road, And Is Located In The Vineyard Community. The ESR parcels are approximately 610 acres in size, and located at the southwest quadrant of Sunrise Boulevard and Kiefer Boulevard. Property owned by Vulcan Materials Company (115 acres) is also located within the planning area. While respecting existing land uses, the Master Plan may, after additional study and outreach, also include additional parcels to the west of the applicant controlled parcels that consist of open space and agricultural-residential lots.

Recommendations

1. Adopt the attached resolution (Resolution 1) to initiate the master planning process, including the option to add parcels to the west of the applicant controlled parcels that consist of open space and agricultural-residential lots per the attached Exhibit A; and initiation of the entitlement to amend the General Plan to move the Urban Policy Area (UPA) to include the NewBridge Master Plan, a specific plan, and other associated entitlements.
2. Adopt the attached resolution (Resolution 2) to allow the Assistant County Executive

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Officer to enter into a funding agreement (Attachment 1) between the County and ESR for the NewBridge Master Plan.

3. Adopt the NewBridge Master Plan Reimbursement Agreement (Attachment 2).
4. Direct staff to return to the Board of Supervisors (Board), after meeting with the Planning Commission, when a project description is formalized and the environmental analysis is to be initiated.

Measures/Evaluation

Adoption of a Master Plan allowing for future economic vitality, high quality design, and appropriate public outreach.

Fiscal Impact

The Master Plan process is funded entirely by the applicant as outlined in the attached Funding Agreement. A reimbursement agreement is included to allow the applicant to be reimbursed if non-participating property owners are included in the Master Plan.

BACKGROUND

ESR owns the land on which the SRC operates its rendering plant. ESR proposes the NewBridge Specific Plan and planning process for developing the property that includes mixed use, residential, commercial, office, parks, open space and habitat preserve areas. Development of the property will provide ESR the funding needed for construction of a new state of the art rendering facility in a more suitable area that is not subject to land use compatibility issues. The County and ESR have been working collaboratively over the past eighteen months in the pre-application phase toward a high quality, comprehensively planned, mixed-use project that meets the County General Plan's new growth management criteria.

The request to initiate the Newbridge Master Plan was submitted by ESR on November 10, 2011 (Attachment 3). The boundaries of the applicant-controlled property are Kiefer Boulevard on the north, Sunrise Boulevard on the east, Jackson Road on the south, and Eagles Nest Road on the west. The 725-acre area consists of 610 acres owned by ESR, and 115 acres owned by Vulcan Materials Company. Preliminary land use plans show the potential for 3,025 residential units in a range of housing types, and support commercial and commercial mixed-use areas. The master planning effort will include the following entitlements:

- NewBridge Specific Plan (master plan process)
- General Plan Amendment to expand the Urban Policy Area
- General Plan Amendment (other)
- Community Plan Amendment
- Rezone
- Specific Plan

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- Tentative Parcel Map (large-lot map)
- Affordable Housing Plan

On January 24, 2012, courtesy notices for the hearing by the Board were mailed to those property owners within 500 feet of a study area that encompasses the NewBridge Master Plan as submitted by ESR, a large open space parcel also owned by ESR located west of Eagles Nest Road, and several non-conforming agricultural-residential lots zoned AG-80 also located west of Eagles Nest Road (see attached Exhibit A).

DISCUSSION

General Plan Consistency: The General Plan provides guidance on accepting applications to initiate a master plan process located outside of the UPA. In those cases where the master plan process is located outside of the UPA, the request to initiate the Master Plan must be consistent with General Plan Land Use Policy #119. The applicants justification for consistency is attached as Attachment 4. Staff recommends that the Board of Supervisors make the following findings to accept the application to move the UPA as reviewed against the following criteria:

1. Parallel Process to Expand the UPA and Prepare the Master Plan. The applicant has submitted a request to consider an expansion of the UPA in conjunction with the NewBridge Master Plan. The UPA boundary is currently located north of Kiefer Boulevard and east of Sunrise Boulevard. If the Master Plan is approved, the UPA could easily be relocated along the west and south (Jackson Road) boundaries of the Master Plan area so as not to exclude any intervening parcels. It should be noted that the proposed expansion of the UPA would include the 62-acre strip of land that contains the Folsom South Canal, and as discussed below, staff will work with the adjacent land owners and report back on the final Master Plan boundary prior to initiating the required environmental analysis. Since the applicant has requested a parallel process, staff believes the Board can find that this General Plan criterion is met.
2. Project Justification and Outreach Plan: The applicant has submitted a justification statement explaining that the current location of the rendering plant is no longer appropriate due to the encroachment of development, the need to develop the site to finance the relocation of the plant and construction of a new state of the art rendering facility, and the surrounding urban land uses that are both existing and proposed. The applicant has also submitted an outreach plan (Attachment 5) to meet with neighbors and other stakeholders throughout the planning process. The outreach plan contains key outreach measures to occur before the CEQA process begins. It is expected that in the formulation of a work plan will be one of the first steps in the master planning process, and the outreach schedule will be include a detailed work program. Hence, staff believes that the Board can find that this General Plan criterion is met.
3. Proximity to Existing Urban Areas: The Master Plan is located adjacent to the City of Rancho Cordova. The proposed Arboretum Specific Plan is located east of Sunrise

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Boulevard and is currently pending approval by the City. In addition, the South Mather Specific Plan within the unincorporated County is located to the north and the County is currently working on an urban development plan for this area of the Specific Plan. Therefore, since at least 50 percent of the NewBridge Master Plan is bounded by existing and proposed urban areas, staff believes that the Board can find that this General Plan criterion is met.

4. Logical, Comprehensive and Cohesive Planning Boundaries: The final criteria require logical, comprehensive and cohesive planning boundaries. The applicant controlled (participating) property which includes 610 acres owned by ESR and 115 acres owned by Vulcan Materials Company is bounded by Kiefer Boulevard on the north, Sunrise Boulevard on the east, Jackson Road on the south, and Eagles Nest Road on the west. This area is clearly a logical and cohesive planning boundary; however, there are several non-conforming agricultural-residential lots zoned AG-80 located to the west, as well as a large open space parcel owned by ESR. The area encompassed by the Excelsior Estates pre-application is also located west of the applicant controlled parcels. The adjacent non-conforming agricultural-residential lots are most likely too small to meet the required criteria required by the General Plan to create their own master plan, and without a master plan it would be difficult for these parcels to ever find a means to move the UPA to encompass them or to plan for infrastructure and services. If these agricultural-residential lots are included in the NewBridge Master Plan their current land uses would be respected and inclusion in the Master Plan would allow the property owners greater participation in the planning effort, and if they choose to develop their properties as urban uses in the future, it may be easier to do so if they are part of the NewBridge Master Plan. In addition to land use, transportation and infrastructure planning, there is reason to consider expanding the study area for the Master Plan in recognition of other planning efforts such as the South Sacramento Habitat Conservation Plan (SSHCP). The larger study area (see attached Exhibit A) represents the most comprehensive master plan boundary. Over the next several months, staff intends to work with the adjacent land owners, and report back on the final Master Plan boundary prior to initiating the required environmental analysis. Therefore, staff believes that the Board can find that this General Plan criterion is met.

In addition, the Board will be required to make findings to approve expanding the UPA under General Plan Policy Land Use Policy #120. This land use policy (LU-120) requires the County to only consider approval of a proposed UPA expansion and/or Master Plan outside of the existing UPA if the Board finds that the proposed project is planned and will be built in a manner that meets all of the requirements per General Plan PC-1 through PC-10, and meets either one of the two alternative performance metrics which include a criteria-based approach, or a VMT/Greenhouse Gas Emissions Reduction Metric. A thorough analysis of these, and other, policies will be presented during the subsequent Master Plan hearing and adoption phase.

Funding Agreement and Reimbursement Agreement: ESR desires to continue funding the Master Plan effort. A new funding agreement is intended to fund staff costs associated with detailed planning, engineering, environmental, habitat, and other studies necessary to establish the

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fundamental elements of the master plan and specific plan. This funding agreement replaces the agreement that was in place for the pre-application process and estimates costs for two years. The Informal Budget outlines the estimated costs submitted from several departments and districts for work on the anticipated Master Plan. In addition to the costs in the Informal Budget, separate fees will be collected at project initiation to cover non-planning fees listed in the Planning Application fee schedule not accounted for in the budget. Note that the budget does not include costs to prepare the environmental document. These costs will be covered under a separate agreement.

A reimbursement agreement is also included to allow ESR to recoup costs spent on the master plan process from non-participating property owners should they propose to urbanize their properties, consistent with the master plan, in the future.

Next Steps: It is expected that one of the first tasks in the Master Plan process will be to prepare a schedule with a list of tasks and milestones based on the two-year budget. This schedule will include appropriate outreach sessions. In addition, staff will work with the adjacent land owners, and report back to the Board, after meeting with the Planning Commission, on the final Master Plan boundary and project description prior to initiating the required environmental analysis.

MEASURES/EVALUATION

Adoption of a Master Plan allowing for future economic vitality and high quality design, and appropriate public outreach.

FINANCIAL ANALYSIS

The Master Plan process is funded entirely by the applicants as outlined in the attached Funding Agreement. A reimbursement agreement is included to allow the applicant to be reimbursed if non-participating property owners are included in the Master Plan.

Respectfully submitted,

APPROVED:
BRADLEY J. HUDSON
County Executive

NAVDEEP S. GILL, Assistant County Executive Officer

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Attachments

- RES 1 - Resolution to Initiate the NewBridge Master Plan
- RES 2 - Resolution Authorizing a Master Plan Funding Agreement
- EXH A - General Boundaries for the NewBridge Master Plan Study Area
- ATT 1 – NewBridge Master Plan Funding Agreement
- ATT 2 - NewBridge Reimbursement Agreement
- ATT 3 - Letter Requesting Master Plan Initiation, dated November 10, 2011
- ATT 4 - Consistency with General Plan Policy LU-119
- ATT 5 - Proposed NewBridge Outreach Plan